



STAFF REPORT PLANNING COMMISSION

DATE: April 11, 2017

TO: Planning Commission

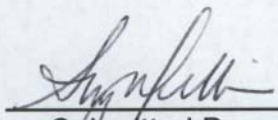
SUBJECT: **Boulevard Residential Project** – Study Session to review the Site Development Review and Vesting Tentative Tract Map applications for six of the twelve residential neighborhoods proposed in Phases 2 and 3 of the Boulevard Residential Project (PLPA-2016-00057).
Report prepared by Amy Million, Principal Planner and Kristi Bascom, Consulting Project Planner

EXECUTIVE SUMMARY:

The Applicant, Dublin Crossing, LLC, is requesting Site Development Review Permits and Vesting Tentative Tract Maps for twelve new residential neighborhoods and a Recreation Center in Phases 2-3 of the Boulevard which is located in the Dublin Crossing Specific Plan area. The proposed project includes 791 units comprised of townhomes, condominiums and detached small-lot single-family homes, a private recreation facility, related infrastructure and landscape improvements. The Planning Commission is holding study sessions on April 11 and April 25 to review Phases 2 and 3 before taking action on the project.

RECOMMENDATION:

Staff recommends that the Planning Commission receive presentations from Staff and the Applicant on the proposed project.



Submitted By
Principal Planner



Reviewed By
Assistant Community Development Director

COPIES TO: Applicant
File

PROJECT DESCRIPTION:

Background

The Dublin Crossing Specific Plan (DCSP) area is generally bounded by Scarlett Drive to the west, Dublin Boulevard to the south, Arnold Road to the east, and 5th Street to the north (on the Camp Parks base). The DCSP includes 189 acres originally owned by the U.S. Army to be turned over to private development in phases. The entire Specific Plan area is shown in Figure 1 below.

Figure 1: Vicinity Map



When the DCSP was approved in 2013 (City Council Resolution 187-13), and as later amended, the conceptual phasing plan illustrated the fact that the development of the whole area was expected to take place in five phases over the course of several years. The Specific Plan allows for the development of up to 1,995 residential units, up to 200,000 square feet of commercial uses, a 30 acre community park, and a 12 acre joint use park/school site.

Master Vesting Tentative Map 8150, approved in 2014 (Planning Commission Resolution 14-14), divided the 189-acre Dublin Crossing Project Area into large lot "master" parcels to coincide with the five anticipated phases of development. Along with the Master Vesting Tentative Map, the Planning Commission also approved the Master Landscape Plan for the overall project area which established the design for entry features and landscape on all public streets.

Shortly thereafter, Dublin Crossing, LLC, a group made up of homebuilders Brookfield Residential, Cal Atlantic Homes, and Cal-STRS (a California-based pension fund), acquired the project, branded it "Boulevard", and began work on designing the individual neighborhoods that together will create the residential development envisioned in the Specific Plan.

The Site Development Review and neighborhood-level Vesting Tentative Map approvals for Phase 1 of the Boulevard project were reviewed and approved by the Planning Commission in June 2016 (Resolutions 16-10 and 16-11). Phase 1 included six neighborhoods and a total of 453 residential units to be developed on approximately 28.34 acres. The location of Phase 1 in the overall Boulevard project area is shown in Figure 2 below.

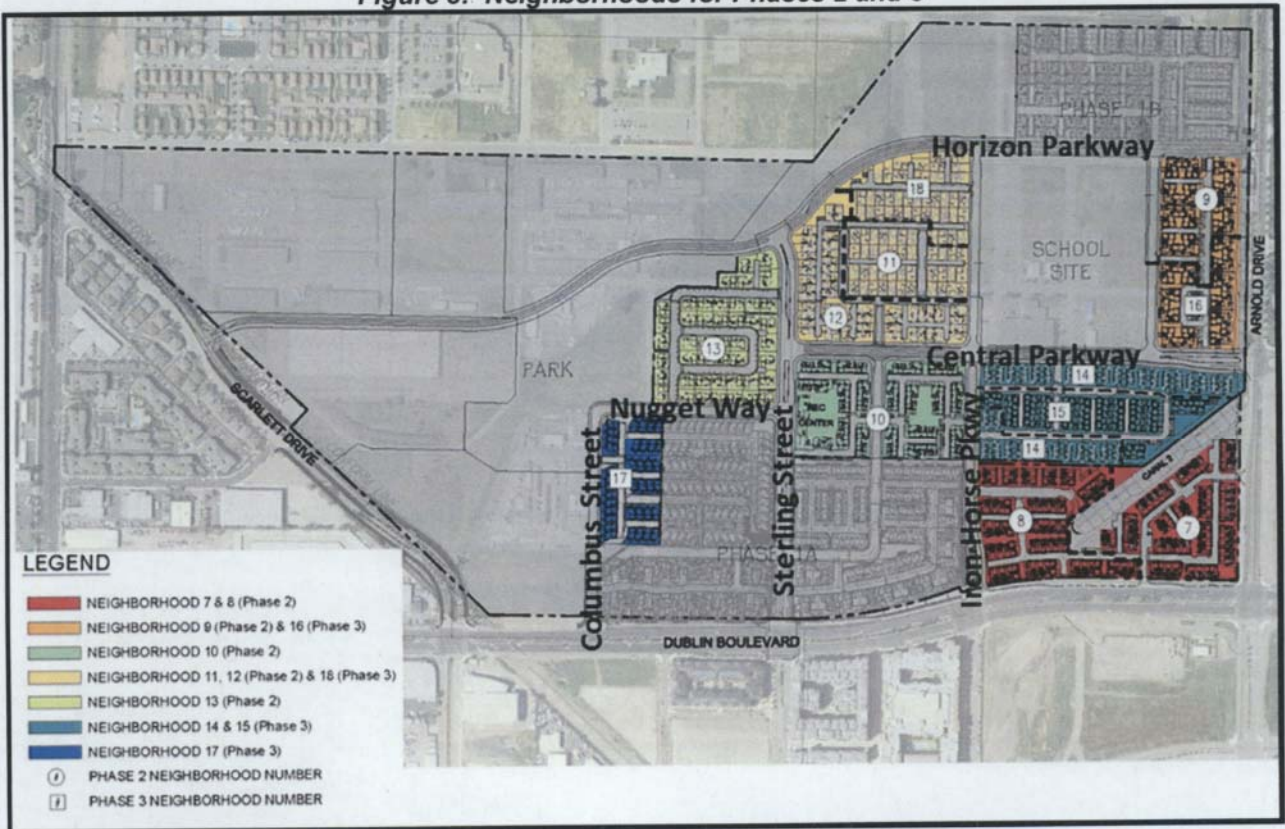
Figure 2: Site plan for Phases 1A and 1B



Proposed Project

Dublin Crossing, LLC has submitted development applications for the second and third phases of the Boulevard project. Phase 2 is comprised of 508 units on approximately 36.25 acres and Phase 3 is comprised of 283 units on approximately 18.22 acres. Together, the Phase 2/3 development application is for 791 units on approximately 54.5 acres. The location of Phases 2 and 3 are shown in Figure 3 below.

Figure 3: Neighborhoods for Phases 2 and 3



Because the Site Development Review/Vesting Tentative Map application for Phase 2/3 is for such a large project area with twelve neighborhoods and a lot of exhibits to consider, Staff thought it would be most efficient to break the review of the project into two study sessions. This will allow a more focused presentation of each neighborhood, product type, and a more thorough description of how Phase 2/3 fits into the overall vision for the larger Boulevard project area as identified in the Specific Plan.

The first study session on April 11, 2017 will cover six neighborhoods (Neighborhoods 10-13, 17-18) and the Recreation Center. The second study session on April 25, 2017 will cover six more neighborhoods (Neighborhoods 7-9, 14-16) and modifications to the Landscape Master Plan.

The Planning Applications to be considered by the Planning Commission at a future Public Hearing are as follows:

1. Site Development Review to construct twelve new neighborhoods that include the construction of 791 townhomes, condominiums, and detached small-lot single-family homes, a recreation center, landscape improvements and street improvements for Phases 2 and 3; and
2. Vesting Tentative Maps 8360, 8361, 8362, 8363, 8364, 8365, 8366, 8367, and 8368 to create individual neighborhoods and parcels in Phases 2 and 3 and approval of minor modifications to the Landscape Master Plan for the overall Boulevard project area.

ANALYSIS:

Site Development Review

There are 12 individual neighborhoods that are the subject of the Phase 2/3 Site Development Review. The overall design approach for the Boulevard residential architecture, color and material selections, landscape and planting palette, and streetscape elements focused on the use of modern materials and forms. The BART station, Persimmon Place, Hacienda Crossings and the residential developments located south of the project along Dublin Boulevard have a similar contemporary architectural feel, with color palettes and urban forms that are clean and simple. Boulevard intends to bring yet another layer to this existing vibrant streetscape with buildings that have strong, linear massing with rich articulation, utilization of a variety of materials and surfaces, and a site design that emphasizes interaction and access to common spaces.

The neighborhoods in Phase 2/3 build off the design theme established in Phase 1. The streetscape palette established with Phase 1 is continued through Phases 2/3 and several of the neighborhoods continue to have private park spaces. While carrying forth architectural and design similarities, the overall density of the neighborhoods in Phases 2/3 is lower than Phase 1.

One of the goals of the project design is to create a walkable community that can easily access the BART station, the Iron Horse Trail (along the western border), nearby shopping and services at Persimmon Place, Hacienda Crossings, the Transit Center, and other facilities and amenities along Dublin Boulevard. All neighborhoods include sidewalks and bike lanes that connect the individual neighborhoods and provide elements that serve to link the individual neighborhoods to the greater Boulevard development.

Phase 2/3 offers two unique neighborhood features, one of which is the 15,000 square foot recreation center with a pool, fitness center, and other amenities to serve the residents of the Boulevard. The second feature is the wide greenbelt corridor that runs adjacent to several neighborhoods and connects the open space creek area off Arnold Road with the community's recreation center.

The Project Plans for the first six neighborhoods of Phase 2/3 (that are the subject of this Study Session) and the Recreation Center are included as Attachment 1. The various sheets within the plan set will be referenced in the sections below. A development summary of the first six neighborhoods is provided in Table 1 below.

Table 1: Development Summary

Neighborhood	Specific Plan land use district	Product Type	No. of Units	Unit Size (sf)	Parking requirement	Parking required	Parking provided	Surplus provided
10	DC Medium-High Density (14.1-20 units/acre)	Condos	102	1,851 - 2,239	2 spaces per unit plus 1 guest parking space	306	313	7
11/18	DC Medium Density (6-14 units/acre)	Small lot, 3-story single-family homes	80	2,618-2,857	2 spaces per unit plus 1 guest parking space	387	390	3
12	DC Medium Density (6-14 units/acre)	Small lot, alley-loaded 3-story single-family homes	49	2,505 - 2,832	2 spaces per unit plus 1 guest parking space			
13	DC Medium Density (6-14 units/acre)	3-story single-family homes	45	3,770 - 5,905	2 spaces per unit plus 1 guest parking space	135	212	77
17	DC Medium Density (6-14 units/acre)	Small lot, alley-loaded 3-story single-family homes	37	2,407 - 2,685	2 spaces per unit plus 1 guest parking space	111	118	7
Total	-	-	313	-	-	939	1,033	94

Access, Circulation, and Parking

One of the challenges of the development of the 189-acre Boulevard project site is the way in which the development is being phased and constructed over time. Most projects of this scale are built in phases, but they are typically phased based on practical development constraints and the logical installation of infrastructure. The phasing of the Boulevard project is based on the timing of delivery of different parcels of land from the US Army to Dublin Crossing LLC, and therefore the project phasing is disjointed and creates situations where the areas being developed are not contiguous with one another and/or require both an interim and final design solution. The DCSP anticipated these interim conditions based on the proposed phasing plan. For example, the project plan set includes the interim design for the intersection of Sterling Street and Horizon Parkway, which will have an interim condition until all of the streets are built out in Phases 4/5. Refer to Sheet C.4.1.2 for more details on the interim condition. Staff has reviewed each of the interim design solutions with an eye to ensuring that they are attractive, functional, and appropriate given that they will be in place until future phases of the community are constructed.

Phase 1 is currently under development and construction of the roadway system will be expanded further with the development of the first six neighborhoods of Phase 2/3 as shown on

the Neighborhood Site Plans (Sheets L3.1, L4.1, L5.7, L7.1) and as described below:

- Sterling Street, the primary entry into the Boulevard project area, will be extended from its current (temporary) terminus at El Dorado Lane through to Horizon Parkway;
- Horizon Parkway will be extended from Sterling Street to Iron Horse Parkway;
- Columbus Street will be extended northwards beyond El Dorado Lane and will connect with Nugget Way, which will form the northern boundary of Neighborhood 4 (Phase 1) and Neighborhood 17 (Phase 3); and
- Iron Horse Parkway will be extended across Dublin Boulevard up to Horizon Parkway.

Private streets provide access and circulation to each of the individual neighborhoods and parcels and allow locations for guest parking. As allowed by the Dublin Zoning Ordinance the adjacent public streets may count as guest parking, although the spaces are not reserved for use by the residents or guests and are open to use by the public. The parking provided for each neighborhood complies with the DCSP and the Dublin Zoning Ordinance as shown in Table 1. The layout of the parking in each neighborhood is provided on Sheets C.3.5, C.4.5.1, C.4.5.2, C.5.5, and C.7.5 (Attachment 1) of the Project Plan set.

In each of the six neighborhoods noted above, residents will be required to maintain their garages clear to accommodate two cars at all times (per neighborhood association regulations) and each garage contains a minimum of 200 cubic feet of storage space for household items as well as space in the garage and/or private yard space for garbage bins.

Building Architecture, Colors, and Materials

While each neighborhood has a different product type that utilizes certain forms, materials, and colors, the six neighborhoods share a similar design aesthetic that trends towards the use of modern materials and building forms. More detailed descriptions of the housing types and design features are as follows:

Neighborhood 10:

Neighborhood 10 is comprised of 17 buildings of condominium-style units that contain six units each for a total of 102 units. The buildings are four stories with the individual garages facing the side and rear of the building. There is a main entrance to the building that faces either a public street or a private open space area. The main entrance provides access to a lobby with an elevator and stairs. Each of the private two-car garages also has direct access to the lobby.

The condominium units range in size from 1,851 to 2,239 square feet. Five of the six units in the building are all on one floor and one of the units is on two floors. The buildings are finished with stucco, stone veneer, and wood fiberboard horizontal siding in key locations. The buildings have balconies on all of the units, a contemporary flat roof with a deep cornice treatment, and enhancements to draw attention to the main entry. A street scene of Neighborhood 10 is depicted on Sheet A0.11 of the Project Plan set and the three color and material palettes are shown on Sheet A3.61. Figure 4 above shows color scheme 3.

Figure 4: Neighborhood 10 - Sample Color Scheme



Access to the neighborhood is provided by multiple private streets off El Dorado Lane, with one entry off Sterling Street (adjacent to the Recreation Center) and one driveway off Iron Horse

Parkway. The neighborhood is immediately adjacent to the Recreation Center (described in a separate section below) and three of the buildings face this community amenity (as shown on Sheet C.3.1). The architectural details, floor plans, building sections, and building details are shown on Sheets A3.20 to A3.60.

Neighborhoods 11/12/18:

Neighborhoods 11/12/18 combine into one master block that is being developed with two small lot single-family home product types and span Phases 2 and 3. Neighborhoods 11 and 18 are the same product. Neighborhood 12 uses a similar design with a slightly different product.

Access to Neighborhoods 11/12/18 is provided by a main driveway off Central Parkway, and a secondary access point is provided from Iron Horse Parkway (as shown on Sheet C.4.1.1). There are no individual driveways on any of the public streets surrounding the neighborhood. These neighborhoods will be across the street from the 12-acre school site and they include a private open space/pocket park area of approximately 10,400 square feet (as shown on Sheet L4.7).

The 49 homes in Neighborhood 12 range in size from 2,505 to 2,832 square feet. These homes have alley-loaded two-car garages that are accessed from the private streets inside the neighborhood. Many of the front elevations face Sterling Street, Central Parkway, and Iron Horse Parkway, providing an inviting streetscape to the larger Boulevard neighborhood.

Neighborhood 12 has three plan types with three elevation styles and nine different color schemes that can apply to any of the elevation types. The buildings are finished with stucco, stone veneer, masonry, and wood siding – the application of each building material depends on the elevation style. Each of the plan types has a front porch and one of the plans also includes a second-story balcony. A street scene of Neighborhood 12 and its interface with Neighborhood 13 is depicted on Sheet A0.8 of the Project Plan set. A street scene of the different plan types is shown on Sheet A4.12.SS. The nine color and material palettes are shown on Sheets A4.12.40 to A4.12.42. The architectural details, floor plans, building sections, and building details are shown on Sheets A4.12.1 to A4.12.39. A sample of the various plan types, color schemes and exterior cladding materials for Neighborhood 12 is shown in Figure 5.



The 80 homes in Neighborhoods 11 and 18 range in size from 2,618 to 2,857 square feet. These homes have a more traditional layout with the two-car garage on the front elevation of the homes. In this neighborhood, there are several lots with side elevations that face the public streets, which will have enhanced architectural treatments. This will continue the strong streetscape presence established by the lotting pattern for Neighborhood 12.

Neighborhoods 11 and 18 have three plan types with three elevation styles and six different color schemes that can apply to any of the elevation types. The buildings are finished with stucco, a combination of composition and metal roof elements, stone veneer, and metal canopies over select windows. Some of the unique design aspects of this neighborhood can include offset split garages (with two single-car garage doors), a side-facing front entry on corner lots, and optional third story decks. A street scene of Neighborhoods 11 and 18 is shown on Sheets A4.11.SS and Sheet A0.9. The six color and material palettes are shown on Sheets A4.11.39 to A4.11.41. The architectural details, floor plans, building sections, and building details are shown on Sheets A4.11.1 to A4.11.38. A sample of the various plan types, color schemes and exterior cladding for Neighborhoods 11 and 18 is shown in Figure 6.

Figure 6: Neighborhoods 11 & 18- Sample Architecture



Neighborhood 13:

Neighborhood 13 is comprised of 45 single-family homes on the largest lots in the Boulevard project area, with parcels ranging from 3,770 to 5,905 square feet. Access to the private streets within the neighborhood is provided off Sterling Street and Nuggett Way. There are six homes that have driveways that front onto Nuggett Way, which is a public street, but all of the other lots within the neighborhood are accessed by private streets internal to the neighborhood (as shown on the street screens on Sheets A0.7 and A0.8). Neighborhood 13 is adjacent to the future 30-acre community park and has six lots that have backyard access through a gate directly into the park (as shown on Sheet A0.12).

The homes in Neighborhood 13 are the largest in all of Boulevard and range in size from 2,836 to 3,253 square feet. This neighborhood has three plan types with three elevation styles and nine different color schemes. A sample of the various plan types and color schemes for Neighborhood 13 is shown in Figure 7.

Figure 7: Neighborhood 13 - Sample Architecture



The buildings are finished with stucco, horizontal lap-style cementitious siding, stone veneer, flat tile and metal roof applications, and metal canopies in key locations. The homes are three stories, but the third story is much smaller than the first two, in order to reduce the massing of these homes. On all plan types, the third story contains only a bonus room/optional bedroom space. Each plan type has the option for a California Room off the rear elevation. The California Room will be provided standard for those six lots that have the backyard adjacent to the Community Park. These six units along the park will also have a special fence treatment in order to allow a more open interface between the homes and the park (as shown on Sheet A0.12) and detailed on Sheet L5.4). A street scene of Neighborhood 13 is depicted on Sheet A5.0 and the corner of Neighborhood 13 is captured in Sheet A0.8 of the Project Plan set. The nine color and material palettes are shown on Sheet A5.51. The architectural details, floor plans, building sections, and building details are shown on Sheets A5.1 to A5.50.

Neighborhood 17:

Neighborhood 17 is the westerly extension of Neighborhood 4, which was approved in Phase 1. It is comprised of 37 small lot, single-family homes that will extend the exact same lotting pattern established by Neighborhood 4 westward to the extension of Columbus Street. Combined with the 69 units approved in Phase 1, the entirety of the Neighborhood 4/17 master block will have a total of 116 units bounded by El Dorado Lane, Sterling Street Nugget Way, and Columbus Street. Neighborhoods 4 and 17 will have two private open space/pocket park spaces totaling nearly 10,000 square feet – one at the corner of Sterling and El Dorado and one at the corner of Sterling and Nugget.

The homes in Neighborhood 17 range in size from 2,407 to 2,685 square feet and have the same architecture, materials and colors as Neighborhood 4. These homes offer a unique take on the traditional small-lot home, where each unit has a bend, thereby creating a jagged street scene with each unit addressing the street at an angle. This unique approach allows for a bit more privacy for front yard terraces and some second and third story balconies. Typical with alley-loaded small-lot homes, the private streets with two-car garage access are on one side of the building and the main unit entries are at the front of the buildings that face the street or landscaped paseo (Sheet C.7.1).

The buildings are finished with stucco and stone and brick veneer in key locations. They have varying roof heights and porches and/or balconies on every unit. There are three plan types, three elevation styles, and six color and material palettes. A street scene of the homes is depicted on Sheet A7.00 of the Project Plan set and the six color and material palettes are shown on Sheet A7.42. The architectural details, floor plans, building sections, and roof plans are shown on Sheets A7.01 to A7.41. A sample of the various plan types, exterior materials and color schemes for Neighborhood 17 is shown in Figure 8.



Recreation Center:

The Boulevard Recreation Center is proposed to be located on a 42,300 square foot lot in the

center of the larger project area. The nearly 15,000 square foot facility will be comprised of three buildings that house a fitness center, community clubhouse/gathering rooms, community kitchen spaces, and a large “living room”. The Recreation Center will be a private facility for use by the residents of the Boulevard and their guests.

The three buildings have a mid-century modern look and feel and employ materials including smooth stucco, stone veneer, flat and angular rooflines, generous use of glass, metal railings and louvers (Figure 9). The outside spaces have unique and decorative concrete paving and include a vast array of amenities including a pool, tables and chairs, loungers, BBQ areas, an outdoor fire pit, and trellis/shade areas. The detailed plans for the Recreation Center are included as Sheets L1 and A1 to A8 of the Project Plans.



Landscaping & Open Space

The landscape concepts for the individual neighborhoods are shown in each section of the Project Plan set specific to that neighborhood. In addition to the typical landscape and hardscape elements such as paseos between residential units, sufficient landscaping to screen parking areas and utilities, and features at key intersection entries into the community, the six neighborhoods to be reviewed at this study session include several pocket parks (Attachment 2). Neighborhoods 11/12/18 share a pocket park, Neighborhood 4/17 has two pocket parks, and Neighborhood 10 has its own private open space in the middle of the neighborhood as well as being adjacent to the Recreation Center. These spaces summarized below will be privately owned and maintained by the area-wide Homeowners Association.

Neighborhood	Pocket Park/Open Space	Size (sf)	Location	Plan Sheet No.
10	The Well	13,016	East side of Neighborhood 10 between El Dorado Lane and Iron Horse Parkway	L3.6
11/12/18	The Hangout	10,543	Adjacent to Horizon Parkway	L4.7
13	None provided; This neighborhood has direct access to Community Park			
17	The Office The Lounge	4,529 5,366	1) Corner of Sterling Street & Nugget Way 2) Corner of Sterling Street & El Dorado Way	n/a – Approved with Phase 1 – Neighborhood 4
7 & 8, 10, 14 & 15	Greenbelt	36,178	Runs adjacent to several neighborhoods and connects the open space creek area off Arnold Road with the community's recreation center	L0.5- L0.6
Recreation Center		15,000 (42,307 - parcel)	Adjacent to Neighborhood 10 on Sterling Street	C.1 / L.1 /A1-A8

Public Art Compliance

The Applicant intends to satisfy the requirements of the City's Public Art Ordinance on-site. The applicant is working with staff to create a project-wide Public Art Master Plan. This Master Plan will detail how the project will satisfy the public art requirement in a comprehensive fashion. The Public Art Master Plan will be subject to approval of the City Council upon recommendation by the Heritage and Cultural Arts Commission.

PUBLIC NOTICING:

Although not required for study sessions, a public notice was mailed to all property owners and occupants within 300 feet of the Dublin Crossing Specific Plan area to advertise the project and the study session. A public notice also was published in the East Bay Times and posted at several locations throughout the City. A copy of this Staff Report has been provided to the Applicant.

- ATTACHMENT:**
1. Project Plans for Neighborhoods 10, 11, 12, 13, 17, and 18 of the Boulevard Phase 2/3 Site Development Review/Vesting Tentative Tract Map submittal.
 2. Boulevard Pocket Park/Common Open Space exhibit